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LAND DEVELOPMENT PLAN RANDLEMAN, NORTH CAROLINA

LAND DEVELOPMENT PLAN

RANDLEMAN, NORTH CAROLINA



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INTRODUCTION

Introduction

With the background data and facts obtained in the long period of analysis just concluded, the Planning Board is now in a position to make reasoned judgements as to the best locations for the various future land uses. It is also possible at this time to offer logical recommendations for an efficient thoroughfare system; in short, the time has come for devising specific proposals tailored to freedoms, goals and objectives commonly held by the people of Randleman.

Since value judgements inherent in goals and cherished freedoms are seldom stated by public officials, or discussed as such by the average citizen, it is incumbent upon the city's Planning Board members to suggest basic end concepts for general consideration. These expressions of philosophical position can serve as parameters or guidelines by which the chosen plans may be evaluated. Of course, no physical scheme can, of itself, satisfy man's needs and fondest hopes, but an orderly, clean, and attractive environment can facilitate and enhance his quest for good living. And the nature of that quest in Randleman can, in the opinion of the Randleman Planning Board, be generally understood in terms of the following cherished freedoms, physical goals, and planning criteria.

A. Freedoms to enrich and protect:

- 1) the citizen's right to live in a clean and attractive neighborhood of his choice - at a reasonable cost;
- 2) the citizen's ability to move about the city with ease and comfort, in an efficient manner;
- 3) the citizen's satisfaction in seeing his children educated in nearby schools that are progressive and staffed with skilled teachers; and
- 4) the citizen's desire to enjoy good sights of a beautiful environment, unhindered by the distractions of blight and neglect.

B. Goals:

- 1) renew and modernize the physical structure;
- 2) strive for a pleasing living environment with varied social and economic opportunities;
- 3) encourage efficient use of the land on a continuing basis;
- 4) guide residential, industrial, and other land uses to the best locations;
- 5) assist, where deemed appropriate, in an orderly conversion from undeveloped vacant land to developed urban land;
- 6) consider the land and the people as precious resources whose general interests are more important than any one group's advantage;
- 7) adopt a workable and feasible plan that portrays a vision of the city's best possible future; and
- 8) control land speculation, allow flexibility in development, encourage regionalism where appropriate, and establish fair and efficient regulations.

C. Criteria:

- 1) the unique character and style of Randleman should be understood, preserved, and enhanced;
- 2) existing facilities and natural resources, such as the utility lines and river bodies, should be prime considerations in judging the appropriateness of new developments;
- 3) each land use should be evaluated with respect to its relationship with soil and topographic conditions, transportation facilities, existing development and the character of land ownership;
- 4) standards for location, size, equipment, suitability, and all other such planning factors should figure in the land development decision making process;
- 5) plans must be geared to a reasonable time span for implementation;
- 6) recommendations must not overburden the city's fiscal or administrative capacities;

- 7) inducements must be attractive to private investors and framed in a manner that invites participation; and
- 8) the final product of the Planning Board's endeavors must be sufficiently constructed and supported to cause compliance with the plan's basic objectives, while at the same time being flexible enough to bend for the inevitably changing conditions of future years.

Other Considerations

In addition to the basic requirements outlined above, plans for the City of Randleman must be structured to accord with certain other constraints peculiar to the area, its geography, and present land use conditions. An ample supply of land suitable for development is available in the planning area (82.8 percent listed as undeveloped in the preceding analysis); however, certain industries and commercial establishments, as well as residential subdividers, have identical location or site needs. This means that land with potential for any given use is highly valued and much desired. Therefore, the actual process of apportioning given amounts of acreages and specific area locations should not be done casually or left to chance. Instead, the Planning Board has studied the overall situation and now proposes to plan in accordance with the needs of given uses and their relationships to all other activities. These decisions are then bolstered by a complementing thoroughfare network designed to provide easy access and smooth movement of people and goods. Through adherence to these procedures, it is expected that incompatibility situations, such as residential proximity to noise, smoke, stench, and other hazards and disturbances, can be avoided in future years. Through recognition of this general framework, the form of the planned city can now take shape. A schematic presentation of all inputs to the comprehensive planning process appears on the following page.

THE PROCESS OF COMPREHENSIVE COMMUNITY PLANNING

				<u>IMPLEMENTATION</u>
				Capital Improvements* & Public Impvs. Program
<u>ORGANIZATION:</u>	<u>BASIC STUDIES:</u>	<u>STATEMENT OF:</u>	<u>PLANS:</u>	
Planning Board & Staff	Base Mapping	Freedoms to Enrich and Protect	Land Development	Urban Renewal Public Housing
Feedback w/Private Sector	P & E Report		Thoroughfare	 RE-EVALUATION
	Land Use Survey	Goals	Community Facilities	Zoning Sub/Regs. Bldg. & Housing Codes
	Land Use Analysis	Criteria		Mobile Home Ordinance

* Studies programmed for future years.

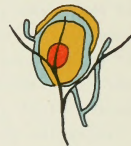
A Definition of Comprehensive Planning". . . to foresee the future growth and development of the community and area concerned to the greatest extent feasible, to provide in recorded form a statement of the objectives, principles, policies, and standards which will guide such growth and development in the most desirable patterns for the physical, economic and social well-being of the community and area concerned, to become the basis for public actions and decisions with respect to such future growth in development, and to assist private persons in developing their own property in the most appropriate relationships to future growth and development as contemplated and set forth in such plan."

(Doebele, William A., Jr., "Improved State Enabling Legislation for the Nineteen Sixties: New Proposals for the State of New Mexico," 2 Natural Resources J.321 (August, 1962)).

Alternate Growth Patterns

Randleman officials have selected the years 1965-1967 as a time for implementation of a comprehensive planning program. By determining the need for an organized approach to the city's physical, economic and social destiny, Randleman's leaders have decreed that new growth and development will not spread itself about the environment in a haphazard fashion. It now remains for the Planning Board to declare its recommendations based upon a long year of analysis and discussion.

Numerous growth patterns are feasible, considering the unique geographical and land use patterns that have developed in Randleman over the past half century. The city could guide development by "corridor" expansion along highways 220 and 301; a central "core concentration of high density expansion outward from the present business district could be encouraged; or, a system of "concentric rings" with interspersed green spaces could be designed. Any one of these schematic configurations of the future land use and transportation network would be possible under the present constraints, or relevant development factors. However, in order to best reconstitute and accommodate the existing physical elements and facilities with a future expressive of the goals and criteria outlined above, a "nodal subcenter" plan is recommended. The basis of the proposed nodal sub-center plan is that dominant activity areas, or "nodes," should be clustered in harmonious configurations of integrated



Yellow	- Residential
Red	- Business
Blue	- Industrial

land uses extending beyond the established center of Randleman. This can be seen diagrammatically in the accompany sketch; the significant aspects of the plan format are that it provides separate, identifiable, efficient, and cohesive neighborhoods.



It is appropriate at this time to discuss the individual elements of subcenters of the plan by their activity compositions, size, and locational characteristics.

Fundamental to the process of long range planning are stated assumptions as to desirable quantities of land in various use categories. These assumptions must be based upon sound analysis of past trends and existing conditions, a firm knowledge of the city's development potential and a reasoned projection of the future planning area population. Detailed studies on the first and second requirements noted above were accomplished in the Randleman Land Use Analysis; the third requirement was met in a separate work devoted to Randleman's population and economy.¹

From all these efforts, it is clear that the size and strength of the planning area's economy, circa 1985, cannot and should not be plotted on a chart with any assurance of accuracy. As the area is relatively small, it is susceptible to rapid change owing to a variety of factors, including presently unforeseen plant locations, residential starts, and regional economic influences. Yet, some overall guides must be formulated to help adjudge the appropriate amount of land needed for each use function by the target year. Therefore, the following relationships between existing, projected, and optimal land use acreages are presented; the latter are devised as general long range space allocations to be fashioned from existing trends:

1. Single copies of these reports are available at the City Hall.

Relationships Between Existing, Projected and Optimal Land Use and Population
Randleman Planning Area

<u>Land Use Category</u>	<u>A</u>		<u>B</u>		<u>C</u>	
	1966 Acreage	Acres per 100 Pop./1966	1985 Acreage (Projected)	Acres per 100 Pop./1985	1985 Acreage (Optimal)	Acres per 100 Pop./1985
Residential	528	13.11	680	15.47	718	16.33
Manufacturing	43	1.11	55	1.26	83	1.88
Transportation	337	8.69	435	9.88	435	9.88
Trade	10	0.30	15	0.34	15	0.34
Services	6	0.15	7	0.17	7	0.17
Cultural and Recreational	67	1.73	87	1.97	99	2.24
All Developed Land	991	25.54	1,224	27.82	1,357	30.84

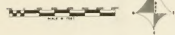
Section A of the above table depicts the relationship between existing land use and the present population of the Randleman Planning area. The quantity of acreage devoted to each use, in this case, was determined in the planning survey undertaken in February, 1966. Based upon the total area population of 3,879, it was possible to compute the number of acres per 100 persons for use as a benchmark in estimating projected and optimal land use acreages and ratios for each function. Therefore, assuming a forecasted population increase of 552 persons in the planning area, or a 1985 figure of 4,411, it was determined that a land use spread such as is

EXISTING LAND USE

LEGEND

Residential	
Manufacturing	
Transportation	
Trade	
Services	
Cultural & Recreational	
Undeveloped Land	

RANDLEMAN
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shown in Section B should be expected. However, the Planning Board has determined that increases in residential, manufacturing, and cultural and recreational activities - over and above the standard rises - are to be desired.¹ Thus, one-half again the projected +13.7 percent growth factor was employed to obtain the 1985 optimal values for the three selected categories. These figures are presented in the above table in Section C.

A city, any city, is a complex juxtaposition of many elements, interests, and justifications for being. A relatively small city, especially a changing, growing one like Randleman, is really not much less complex than a larger city like Greensboro or Raleigh. In order to plan well for Randleman, therefore, it is necessary to order or unify these complexities. It is not enough simply to guide the physical growth of the individual land uses, nor is it enough to improve circulation, establish goals, and propose new solutions to old development problems. A plan, to be fully effective, should recognize the inherent complexity of the city and its diverse nature by coordinating all these factors and constraints in a framework that gives a clear synthesis of form; in short, a plan should be so organized that it offers the public an understandable overall concept. If the chosen concept is appropriate, it will unify all else that is proposed and thus render the city's desired form and essence more distinct than would ever be possible under conventional circumstances.

-
1. Increases in excess of the normal growth rate are desired in these land use activities because of deficiencies observed in the area-wide physical and economic pattern. More housing will be required to accommodate the expected population increases; more industry will be required to bolster the local economic base and provide greater employment opportunities; and more cultural and recreational facilities will be required to satisfy the leisure and intellectual demands of local inhabitants.

The overall integrating concept employed to serve the above noted function in organizing the entirety of the Randleman Land Development Plan is one of nodal subcenters structured around a proposed core concentration of multi-varied activities in the present service-trade district. Each designated subcenter throughout the planning area is designed so as to be at least semi self-supportive, in that homes are within reasonable walking distance to convenience type shopping, recreational activity and/or park space, and, whenever possible, educational facilities and work places. Goods and services not available to individuals in the respective subcenters are still within short driving time, as these activities and functions are congregated in the central area, or nodal focal point of the entire community (planning area).

Under this plan, the City of Randleman will have a harmonious physical structure conducive to the actualization of community amenities and aesthetic qualities as proposed in the goal formulations treated in the preface of this plan. To reiterate, it is intended that nodal subcenter structuring will achieve for the city the best hopes for its future ordering, including a balance between workplace and home, a distinctive visual center with interesting sights all about, well placed community facilities, adequate parking, efficient circulation, variety, and neighborhoods that are functional and sound.

There are 7,298 acres of land in the entirety of the Randleman planning area. Inasmuch as a scant 991 acres are currently developed, it is quite clear that an abundance of property could be made available for future growth. Naturally, much will depend upon the willingness of landowners to sell, which will in turn be influenced by the attractiveness of bids. The point is that land for development can be obtained, if the price is right. The above guide for land ratios (use acreage per 100 persons) was developed from an empirical study of current land use relationships, tempered by considerations of how to best apportion activity levels in the

"Planned City," Randleman, 1985.

The oft-made assumption that the future use of land will result in the same proportions of uses as now exist was rejected for the Randleman Planning area. Among other reasons, this thesis was rejected because the per capita use of land in all categories, especially residential, manufacturing, and cultural-recreational, was projected to increase in the future. Although the desired higher densities will result in an increased per capita use of land, the actual effect of the subcenter plan using high density clusters will be to create a somewhat more compact urban area. This in turn will enable local officials in the planning area to accommodate the higher populations without increasing travel distances, length of utility lines, and so forth. The nature of the proposed commercial development, as expressed in the appropriate section in the following pages, renders unlikely the development of new shopping centers outside the city, so land in this category should not continue to increase and spread in an uncontrolled fashion. The emphasis on social and cultural improvements, also explained in succeeding pages, militates against expecting the low existing ratio to hold in future years. The same improbabilities hold for the remaining land use functions, as planned expansion along needed and desired levels superceeds the past happenstance of unguided land usage.

It is for these reasons that land development figures presented above are proposed as desirable and logical ratios of people to land for the target year. Of course, we should not expect these changes to occur in gradual ways as the population and economy grows, but rather prepare to direct the irregular spurts of development activity. Furthermore, public facilities like schools and parks must be designed for a larger population than exists at present, which causes the ratios to lag. But, these are temporary adjustments that can and should be made; what counts is that desired activity levels such as outlined above be kept in mind by city officials responsible for plan implementation.

THE ELEMENTS OF THE PLAN

THE ELEMENTS OF THE PLAN

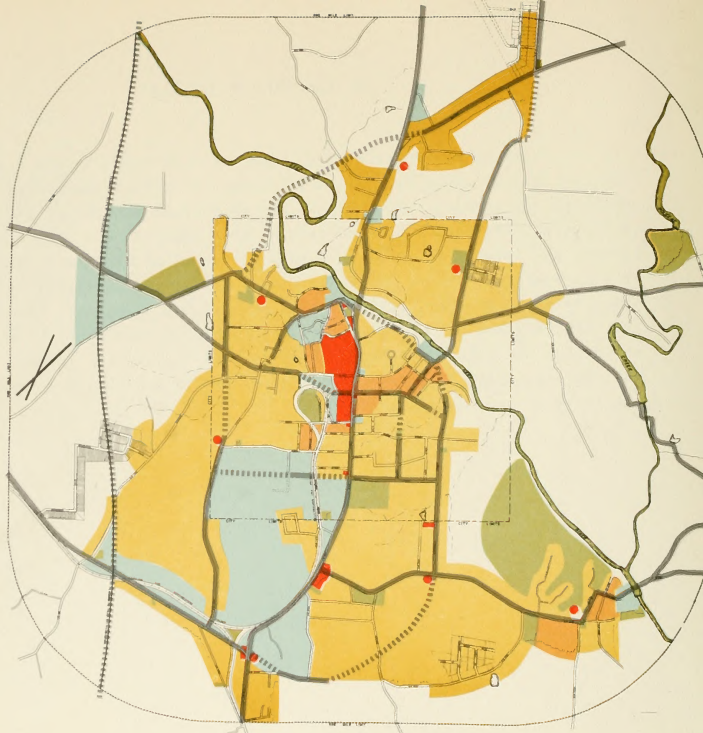
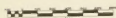
With an awareness of the amount of land feasible and desired in the planning area at the target date, it remains to detail the nature of its dispersal about the environment. The purpose served by herein relating the land use functions is to stress the fact that Randleman is more than the sum of the various land uses, present and future; it is an operating system characterized by lands, buildings, people, jobs, amenities, costs, revenues, and so on, constantly interacting and influencing each other. The planning program has as a basic tenet the principle that the city can be made more rational - that by improving the amenities, we also strengthen the economic fabric, which in turn betters the lot of the worker, child, and citizen. With this understanding, we are in a position to examine the plan treatment of each land use function.

LAND DEVELOPMENT PLAN

LEGEND

Residential	
Medium Density	
High Density	
Manufacturing	
Services & Trade	
Cultural & Recreational	
Proposed Airport	
Thoroughfares	
Existing	
Proposed	

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Residential

Much of the literature and conversation in recent years pertaining to the nature of a desirable residential community has focused upon the concept of a "neighborhood unit." For theoretical purposes, the idea is oriented to cities much larger than the Randleman planning area, but some of its lessons and best features are applicable to any community, however small. Basically, the neighborhood unit is a self-contained nodal subcenter composed of shopping, school, playground and park facilities within short walking distance of every home in the unit. In addition, traffic is minimal within the unit, as the streets are designed to discourage thru traffic. This facilitates provision of small walkways for pedestrians, especially school children, entirely separate from vehicular hazards. The sketch development plan on the preceding page suggests a form of modified neighborhood unit accommodated to the restraints of existing patterns. This sketch is in accord with the following residential location guidelines:

- 1) That marshy, topographically unsuited land with either soil or slope problems (in excess of 15 percent gradient) should not be developed for residential use. On this basis, approximately 800 acres of presently undeveloped land in the planning area were eliminated from consideration as potential sites for residential expansion.
- 2) That the neighborhoods have proximity and access to principal thoroughfares in order to obtain efficient movement to employment, leisure and shopping facilities, yet, not be traversed or otherwise imposed upon by the attendant traffic. This was an important guideline in influencing the proposed residential subcenters in the 1985 Randleman plan (further details on the

mechanics of this system are presented in the thoroughfare section of the report).

- 3) That residential areas should be near and/or include open space preserves and have a good physical relationship to the city's public facilities. The former requirement was not difficult to follow in Randleman, where so much of the land in the planning area is undeveloped and open; adherence to the latter was assured by the Planning Board's adoption of a modified neighborhood unit arrangement within the overall framework of the planned nodal subcenter concept.
- 4) That new and improved existing neighborhoods be clearly defined by boundaries of either natural or man-made variety for the twin purpose of strengthening the city's visual image and protecting the living environment from incompatible surrounding themes. A preliminary visual survey was undertaken in the land use analysis stage of the comprehensive planning program; the resulting boundaries depicted in the sketch plan are just one of many features expressive of the Board's resolve to improve upon the visual environment of the Randleman planning area.
- 5) That residential development not be permitted in isolated pockets that are uneconomical and difficult to service. The nodal subcenter plan prevents this difficulty, for each housing cluster is proposed at a suitable and properly integrated site. Future clusters suggested in the plan will be developed in accordance with the high quality controls of the city subdivision regulations.

Variety in the nature of the area's residential community was felt to be a necessary part of the future land use plan. Obviously, people have different wants, tastes, and resources that find expression in the homes and neighborhoods they inhabit. Aware of these considerations, the Board has adopted a series of subcenter clusters having characteristics unlike each other; namely, high, medium and low density configurations. High density nodes are most appropriate in the central area and other high activity areas where open land is scarce and land valuation is high; here, densities of more than two and up to eight dwelling units per acre are recommended. Medium densities of one to two units per acre are proposed for residential nodes in certain fast developing fringe sections of the city. Low density housing is indicated on the sketch development plan as occurring primarily in outlying sections; areas with less than one dwelling unit to the acre are shown as existing on land primarily devoted to other uses (agricultural or open space, recreational, etc.). As such, low density areas are still important elements in the overall neighborhood unit concept within the land use subcenter schemata, for they are an important part of the diversity aspect being sought under this plan. Examination of the map reveals that each cluster fulfills a particular function for which either the landscape or existing pattern is best suited: low density areas are those wherein utility connections are not feasible, land is unsuited to the character of urbanization, and/or quiet and isolation are desired by the home owner; medium density is proposed in places that adjoin work centers and business operations, and, in the case of the cluster south of Deep River along Main, Commonwealth and Randolph Streets, areas that provide direct access to the principal thoroughfare; high density is recommended in certain areas near work locations and in the built-up central area where rehabilitation is expedient and consistent with the role of the city's revitalized core area.

Single family housing will still predominate as the residential style of living for Randleman citizens in 1985, but a considerable amount of duplex and other multi-unit construction is expected and invited during the coming years. This type of dwelling is essential if the anticipated changes in population and economic vitality are not to cause widespread scatteration of development about the environment which would defeat the intents and benefits of the compact structured land use plan. Only in sections earmarked for low density residential development should there be a negative outlook toward the multi-unit type of residence, for these areas either lack some or all the necessary services and facilities or they are, for other reasons, best capable of supporting non-residential functions. However, the indicated high density sites to the east, southeast, and northwest of Main Street in the central area are recommended as most logical places for this development.

This residential plan will be implemented by the target year if it is considered by city officials on a day to day basis. All land use actions must be evaluated with an eye to seeing how the new action would look as a part of the overall picture. Naturally, it will not always be possible for public officials to keep the nodal subcenter scheme neatly intact under our form of land ownership and system of free enterprise, and we wouldn't want it otherwise. But is important that local leaders encourage property owners to become aware of the plan and realize that an ordered residential community increases all the values, financially and otherwise. Therefore, growth of the clusters is desirable at any time, beginning in the present. The emphasis might well be placed on the central and northwestern section indicated on the plan for residential expansion. These are the areas that can most easily be developed in the neighborhood unit fashion, and thus deserve early attention. In addition, it must be noted that the northeastern quadrant is nearest the basic utility centers, nicely developed at present with single-family homes and

thus also a logical area for early growth of a nodal cluster. Randleman leaders can facilitate these priority sequences by encouraging subdividers to offer home buyers paved streets of adequate size, walkways, city water and sewer services. Also, public tax policies and other devices should be examined and, if feasible, redesigned so as to encourage property owners to sell lands needed for municipal expansion at reasonable prices. The latter call, if unheeded, could send potential home builders to other cities, which in turn could occasion a crisis of physical stagnation.

Mobile homes should be welcomed in the Randleman community when located in spacious parks specifically designed for their accommodation. The modern mobile home is attractive and is an efficient user of space. As to the inhabitants, consultant Fred Bair has written: "the folks who live in mobile homes are fun to live with, good neighbors, and spell about as well as people who live elsewhere" (which is Mr. Bair's way of saying that mobile homes do not always attract undesirables, as alleged).¹ The mobile homes ordinance drafted by the Planning Board and adopted by the Randleman Board of Aldermen on January 3, 1967, will speed the day when parks for mobile homes are constructed. These specially designed parks are expected to enhance the quality of the mobile homesite while protecting the rest of the residences from inharmonious mobile home infringements in permanent dwelling areas. The locations designated as mobile home areas southeast of the city limits were selected on the basis of proximity to facilities, compatibility with the nodal subcenter plan and adaptability of the mobile home park to the existing physical conditions.

It is important to an understanding of this plan that "clusters" not always be thought of as being geometric in shaping the land use pattern. This is not the intent of the nodal subcenter plan; rather, clusters, including the housing

¹ Fred Bair, Bair Facts, Edited by Perry Norton, 1960, p. 83.

sector thereof, are simply multi-use neighborhoods that are functionally cohesive and physically identifiable, and can take any shape consistent with these objectives. As depicted on the sketch plan, some existing residential communities will more easily accommodate growth in this fashion than other proposed cluster areas, but the concept is workable in all these locations.

Manufacturing

Public officials in Randleman are as interested in the prosperity and physical convenience of existing industry as they are in attracting new industries to the city. Both considerations influenced the choice of components used to express the nature of an ideal industrial complex, given existing conditions in the city. The one most important element is, of course, land suitable for new development or for the expansion of present sites. Without available land amenable to the needs of manufacturing processes, of sufficient size and having the right accessory land uses, the future strength of the economy would be threatened. And, of course, such areas must be compatible with the nodal subcenter plan, on which the entire developmental approach to the city's future is based. With these facts in view, it is possible to identify the individual components associated with Randleman's desired industrial complex:

- 1) that land with not more than five percent slope characteristics be considered for manufacturing purposes;
- 2) that such locations be developed for a range of industry types, including those requiring one story landscaped settings and others dependent upon multiple size plants and accessory storage, loading, and parking areas;
- 3) that each site has access to the city's rail facility, and/or the major highway channels on route 220 and 311;
- 4) that manufacturing areas be functionally related to and compatible with the other major systems in the community, especially residential land concentrations; and
- 5) that basic utilities, such as water, power, and waste disposal connections be economically available.

Just as important as providing the right site is the matter of attracting the right industry. Although this is not within the province of the plan itself,

it is nevertheless appropriate to isolate certain characteristics a new plant should have given existing economic conditions in the City of Randleman.

The present economic base is heavily dependent upon the textile industry, wherein fifty-eight percent of all township workers toil. More industries of this nature would increase the local dependence upon this activity and thus should be discouraged. Likewise, it would be well to recruit those activities that offer a stable product that will not fluctuate greatly with national business trends, that offers more than seasonal employment, that would not severely damage the city's labor situation in the event of failure, and which can accommodate itself to the city's public services without too much difficulty and expense to itself and Randleman.

Owing to the significance of industrial activities to the city's growth and overall functioning, it is important that such uses be benefitted by the community they serve. Industry should be given priority for prime land and locations, and most important of all, should be comfortably established as an integral part of the nodal subcenter. This insures good access, reduces congestion, eases the work trip, and renders a better utilization of the community facilities.

The principal sector chosen for manufacturing expansion and development is located in and beyond the southwest borders of the Randleman city limits. Here, land is available that is topographically suitable for industry, capable of being serviced by all the necessary utilities, and presently open and free from urban land uses. Soils here are almost entirely of the Georgeville silty clay loam which, as pointed out in the Randleman Land Use Survey and Analysis, is ideally suited for urban development purposes. It is recommended that the eventual users of this resource be encouraged to develop it into an attractive industrial park or campus that is pleasing in appearance as well as functional. A smaller site location

depicted on the sketch plan is located west of the central area adjacent to the proposed 220 bypass interchange; all other site proposals are basically extensions of existing plants felt to be capable of expansion in the next twenty years. The largest sector for future industry has all the features listed as site criteria on the preceding pages; the others have most such characteristics and can economically be so extended when the need for them arises.

Service and Trade

For purposes of identifying the needs of various service and trade establishments, and their role as integral parts of the Land Development Plan, it is first desirable to classify all commercial functions into three basic categories: primary business, secondary business, and convenience business. Generally, primary business includes all service and trade establishments dealing in low-bulk comparison and specialty items, such as small appliances and clothing merchandising; secondary business includes service and trade establishments offering one-stop shopping items of a high-bulk, expensive nature, such as automobiles and farm implements; and convenience business includes the small stores that cater to personal needs, such as groceries and drugs.

Each of these three types of commercial functions requires a different trading area complex, so the locational standards for each must necessarily vary. Primary business needs the central city, for shopping activities of this nature require convenient and accessible pedestrian movement. It also needs adequate parking and efficient vehicular access, and protection from disparate land uses that hinder desired cohesiveness. Primary business does not need the elongated strip commercial scatteration now spreading unchecked across the city; it does need controls and guidelines to prevent misuse of the core's potential for this type of service-trade activity. Secondary business has location requirements similar but not synonymous with primary business. The principal difference in the needs of secondary business establishments is the fact that secondary service-trade requires orientation to the automobile and the motoring public, whereas primary business needs only have access to vehicular systems. Furthermore, secondary areas require larger sites as a ratio to total sales volume than do primary businesses, are more dependent on the

volume of traffic flows than the latter, and demand special transportation design considerations in order to avoid congestion and highway safety hazards. Convenience business requires orientation to a residential community, but should not be interspersed with the housing itself. A nearby integrated concentration of stores is considered most functional for the interests of both the residential sector and this particular service-trade activity.

Judging from the recent growth of commerce in the City of Randleman and the emergence of a strong central core, it is fair to assume that the rural country-store days of ad hoc business-trade activities will continue to diminish. Today, ordered and profitable commercial functioning requires three divisions of service-trade activity, as proposed above, in appropriate locations. The actual placement and direction of the Planning Board's recommended site proposals are based upon the projected prosperity of this important land use element in coordination with the overall nodal subcenter plan for Randleman. Of course, the plan itself is necessarily unspecific as to the exact boundary lines of new service-trade businesses, and it cannot dictate any other site details. These considerations are rightly the province of individual and corporate investors, whose final decisions are best founded upon exacting studies of area-wide purchasing power, buying habits, family expenditure patterns and an array of other variables inherent in good planning of this type. The intent, and thus the scope, of this report are more general and encompassing than would be the businessman's in the above analysis.

The goal of the service-trade phase of this plan is to achieve in Randleman a commercial attraction not only to the residents of the planning area, but to the residents and workers throughout the region as well. The traveling distance between Randleman and Greensboro, Asheboro, Ramseur, Liberty, and other cities is sufficiently great to insure the city's merchants an enviable trade area potential market. This

goal will be achieved if commercial activity is orderly, convenient, and situated in attractive complexes where shopping, leisure-ating, and business conducting can all be enjoyed.

The planned central business district expansion, beginning at Ferree Street and extending along Main to West Naomi Street, is to be the recognized focus for service and trade activities of a primary business nature. It is the natural, obvious center for the pedestrian, multi-purpose activities that should occur in these environs. It is also the center toward which all elements of the city's proposed "subcenters" are oriented. Revitalization of this area is proposed in conjunction with developmental clusters of secondary and convenience service-trade activities in selected outlying areas (delineated on the sketch plan map). Those sites earmarked for secondary business have most of the attributes noted above as desirable for commercial activities of this type. These sites are bordered by or convenient to large land areas, utilities, and major thoroughfares. The generalized locations proposed for convenience business were, like the primary and secondary service-trade subcenters, selected for their favorable physical relationship to the overall "nodal" plan. Through adherence to these last mentioned guidelines, it will be possible to achieve pedestrian access in each residential cluster to the convenience type business establishments. And this arrangement has as much utility and benefit to the one land use activity as to the other.

Members of the Randleman Planning Board conceived of the central area as much more than a large primary service-trade sector during the process and formulation of the Land Development Plan. The Board saw it more as the city's organic heart, as the one physical utility capable of diffusing young-blooded invigoration throughout the city's old and tired arteries. With resolution, imagination, and a concept to follow, the central area can become an action center, filled with variety,

activity, and surprise. In short, it can become a worthy focus or node for all the supporting subcenters in the planning area. New facilities of a social-cultural nature (soon to be discussed in this report), such as a library or library branch office, a small community building or a child's play area, and other public facilities of a similar nature, combined with such private endeavors as restaurant openings, theatre productions, and so forth, can all contribute toward the realization of the stated goal. Simply restated, this goal is to create a dynamic, identifiable, and vital core area in the center of Randleman. It is recommended that this center be encouraged to grow to the west of its present location in a circular fashion to a point bordering the Carolina and Northwestern Railroad's right-of-way along the side of the present north-south commercial axis. It is important that this area be compact, in order that all the visitor's purposes can be realized on a one-stop basis, in short, on foot and not stop and go by car. Naturally, this will minimize traffic congestion, better access conditions, and encourage primary establishments to locate in the center, possibly in the areas now unused and vacant within the delineated commercial center. More parking space, preferably in areas adjoining the core, must be provided to minimize reliance upon vehicles within the primary service-trade zone. The best possibilities for the appearance of the area by the target year 1985 are suggested in the succeeding plan report on the visual environment; the traffic and circulation implications are reviewed in the preliminary thoroughfare plan.

Six additional acres were projected as a likely and as an optimal allotment for service-trade activity by 1985. These increases are shown on the sketch development map as occurring largely in outlying areas, most of which are of a convenience business nature. The central area, where primary business is focused, is earmarked not so much for enlargement as for compaction. No one of the three business types of

service-trade activity is favored by this plan at the expense of others; on the contrary, the entire framework is designed with the intention that any one system should complement and enrich the worth of others.

Cultural and Recreational

This plan is predicted upon certain basic assumptions, all of which either have been or would be embraced by most citizens of Randleman if given the chance. As pertains to the cultural and recreational aspect of the Land Development Plan, it is held that more people will come to live and work in the planning area, that urban-type development will continue to occur at a rapid pace, that most people will earn more than they are earning now, and that they will do so while achieving greater proportions of leisure time than ever before. All these expectations simply reflect cognizance of larger trends occurring throughout the country. Today, despite (and in some measure because of) the domestic and international challenges, the people of this country continue to realize unmatched prosperity. To satisfy the new wants, to stimulate the minds of the young and old, and to provide substance for the leisure vacuum otherwise certain to occur, action must be taken now to plan for the provision of necessary cultural and recreational opportunities.

As was done in presenting land use proposals for other activities, it is appropriate at this point to state the important standards and decided-upon objectives employed in developing recommendations for cultural and recreational expansions. Regarding standards, it is clear that public and semi-public facilities, such as schools, churches, hospitals, and so forth, require terrain with less than five (5) percent slopes, good drainage, generous land area surrounding the structure itself, off-street parking, accessibility, and locations that are convenient to the city's subcenters. Parklands and open spaces require none of these conditions, although the last three mentioned would be assets to land uses of almost any mode. The objectives agreed upon by the Planning Board are seven in number. They, and the implications attendant upon their acceptance, are as follows:

1. That every effort should be made to preserve large holdings of open land in currently developing areas. The Board believes that both passive and active types of leisure activities require this, and that future facilities of a public nature (schools, libraries, etc.) will be far less costly if desired lands in advance of need are acquired and/or protected from speculative and/or active commercial development.
2. That each cultural facility or recreational endeavor should be viewed as a part of the city's total leisure educational resources, and maximum utility should thus be sought on this basis. For example, a combined school-park-recreation complex would render far greater satisfactions to "clients" of diverse interests and positions than could possible be expected from any one outlet alone. For reasons of economy and utility, therefore, the Planning Board endorses the concept of multiple facilities.
3. That the priceless natural resources found throughout the planning area be respected, protected, and enhanced by cultural and recreational planning. Included in the Board's view of such resources are the Deep River, Polecat Creek, various steeply sloped hills and mounds, undeveloped woodlands, and historic structures and artifacts.
4. That land use activities of a non-compatible nature be avoided. For example, ballfields, school-park complexes, and certain other cultural and recreational sites must be protected and safely separated from the railroad tracks, the rivers, and the traffic on city streets. These seem to be obvious safeguards and amenity controls, but the experiences of other areas militate against local officials taking the accomplishment of this objective for granted.

5. That Randleman officials recognize the inherent limitations of the city's size and resources, and encourage multi-level projects with surrounding jurisdictions, especially Randolph County.
6. That said leaders stay abreast of the multiplicity of state and federal aids available to cities that are concerned enough about their cultural and recreational resources to seek outside assistance. It seems clear that a willingness to stay attuned to new opportunities is in the best interests of Randleman's future leisure-time and educational activities. How well public officials apply these possibilities will have much to do with the quality of life in times to come.
7. That the entire complex of city cultural and recreational resources and facilities be viewed as a community-wide vehicle or tool for good fellowship, a more involved public, and a friendly and closely knit overall society. Interesting recreational outlets, good school plants, lovely parks, convenient nature areas, public gathering places common to all, these are the ingredients that, mixed together, can result in a city outlook and spirit equal to the high hopes of this last objective.

The preceding analysis showed that Randleman's planning area has but 67 acres devoted to cultural and recreational usage. Based upon growth projections to 1985, this figure is expected to increase to 87 acres by the target year on the basis of observed trends, and as high as 99 acres if optimal conditions of desired acreage per population are achieved (which, in this instance, approximates $2\frac{1}{2}$ acres per 100 people). The distribution of these new (as well as existing) site locations and/or enlargements are indicated on the future land use sketch map; the principal features can now be discussed.

The overriding concern of the Board was that cultural and recreational plans be consistent with and complementary to the overall nodal subcenter concept. The above noted sketch plan graphically illustrates how religiously this requirement was respected in developing proposals for improving this aspect of the community over the next twenty years. The large open space preserve northwest of the city near the proposed dam site, the pedestrian and horseback riding path network, the small sub-center parks, the large golf course and community center, and the centrally placed leisure park were all devised and sited with the basic framework of desirable growth in view.

The greenways network proposed for the planning area is no more than an extension of what nature has already created, with some alterations, extensions, and controls for its protection. Beginning at the area of the proposed dam (north), the banks and slopes along the Deep River are to be landscaped and trimmed for walkways and riding trails. This action is proposed for the length of the river in a southerly direction extending below the planning area. The Polecat Creek Tributary should receive the same attention and design. An added benefit to be realized through implementation of this recommendation is that floodlands unsuited for urban development will be kept open; in addition, public officials will be protecting those who would endanger themselves and their properties by building on these lands.

The service and trade phase of this plan contained brief mention of cultural and recreational facilities in the central area of primary retail trade. This earlier reference was to a small park, library branch, and community building with swimming pool, all of which are herein recommended for the city as an important part of Randleman's growth program. People require more than a place to work, a good home, and a convenient business area. People, especially those whom Randleman officials seek to attract and keep in the city, want entertainment, variety, and

intellectual stimulation as well. They should not have to go to Greensboro to get it. Generalized site locations are indicated on the sketch plan; however, it is useful to stress the point that the exact properties chosen are not as important as the general area location; in short, what really matters is that these facilities be established somewhere in the nodal center, or core concentration.

A park is proposed along the banks of Deep River on the eastern edge of the city. This property should be acquired by the municipality and used as headquarters for all kinds of outdoor recreational pursuits, including an archery range, tennis courts, softball field, supervised play areas, riding stables, and so forth. It adjoins the large hilly area southeast of the city earmarked for development into a golf course and civic center. Again, city officials are fortunate in that nature has almost suggested this herself, for the present topography and character of this undeveloped land is ideally suited for such usage and only minor alterations will have to be made in the existing "raw" site.

No new school sites are shown on the sketch plan map; the existing sites are considered adequate for the planning period. As indicated in the land use analysis report, these two plants are located on sites that permit the modest expansions anticipated within the next twenty years, have good drainage and slope characteristics, favorable locations with respect to other community facilities, and are accessible to the populations served.

The Planning Board feels that these proposals, if implemented over the years, will result in the accomplishment of the listed objectives, and this achievement will make Randleman a finer community in which to live.

Transportation: A Preliminary Thoroughfare Plan

The movement of people and goods on roads, rails, and by air are the three major aspects of the future Randleman transportation system. At present, the city is unserved by the latter sector of the transportation complex, but a small airfield is proposed and will herein be discussed. Rail movements are now and have in the past been an important part of the city's commerce and industry. However, inasmuch as no significant changes are expected that would influence Randleman's land use or transportation planning, railroad developments are not discussed further in this report. Road transportation is the predominant element that must be improved and restructured if Randleman is to achieve the orderly, efficient, and satisfying environment envisioned and expressed in this Land Development Plan for 1985.

The overall process of transportation planning in Randleman was undertaken with an awareness of the close relationship between land use activities and the circulation or movement system by which they are served. As new developments occur on the land and new roads are built, indirect actions (such as service stations, restaurants, and so forth) must be anticipated and guided to desirable locations. In doing so, it is expected that one system (transportation) can be employed to facilitate desirable trends in another (land use), and the entire planning area of the city is thereby rendered more functional as a result.

Many benefits accrue to the city whose leaders plan ahead for the improvement of and addition to the street pattern. The North Carolina State Highway Commission lists the following advantages gained from such planning:

- 1) minimum land is required for street and highway purposes;
- 2) each street is designed for a particular purpose;

- 3) when each street is so designed, a substantial monetary savings is realized in construction and maintenance costs;
- 4) citizens know which streets are to be developed as major thoroughfares and thus have assurance that residential areas will not be traversed by major traffic arteries;
- 5) land developers are able to design their subdivisions so that collector and minor streets will fit the overall street plan;
- 6) municipal officials know when and where improvements are needed and can schedule construction funding on this basis; and
- 7) an understanding of the thoroughfare plan and its implications for the time, place, and extent of road construction can help to minimize lessened property values and community appearance.

Three basic types of streets were used in planning the thoroughfare system in Randleman: (1) minor streets, (2) collector streets, and (3) major thoroughfares. This functional classification is based in accordance with the purposes each street is expected to perform, ranging from through-traffic to in-city traffic within the planning area to local traffic within residential areas. Minor streets serve to provide access to adjacent properties, or activities in the immediate area. They should be so designed as to discourage fast, large-scale movement, such as by use of cul-de-sacs, loops, and frequent intersections. When topography permits, curvilinear streets help to accomplish the above purpose while rendering the streets safer and more attractive than is usually accomplished by conventional grid patterning. Minor streets require a minimum of 60 foot rights-of-way, with pavements wide enough to accommodate two lanes of moving traffic with parking on one or both sides. These

streets are recommended in residential areas. Collector streets channel traffic from minor streets into major thoroughfares while at the same time providing access to abutting properties. Collector streets both facilitate movement within a neighborhood and connect adjoining neighborhoods. Peak loads occur on this type of street during the early morning and late afternoon hours. Collector streets must be designed to accommodate greater traffic volumes engaged in more diverse tasks than minor streets, such as loading and unloading persons and goods. It is essential that these streets connect and relate to minor streets and major thoroughfares. Given standards and rights-of-way at least as great as required for minor streets (60 feet), reasonably good access between residential areas and schools, work and business sites should be assured. Major thoroughfares serve to provide rapid and convenient movement throughout not just the planning area, but the region as well. In this respect, plans for the City of Randleman's future transportation system must take into account influences and generators beyond the city. Major thoroughfares link the city's traffic generators, channel movement into and around the business district, and connect the city with other places. This system should be designed, wherever possible, so as to separate developed areas of one land use with boundaries, thus protecting the community from incompatible uses. Also, major thoroughfares should be encouraged at peripheries of the planning area, rather than through the business community, as is now the case. Inasmuch as the major function of the thoroughfare is to move vehicles, careful controls should be imposed on nearby activities that might otherwise impede the traffic flow. For example, curb loading and on-street parking should be prohibited, and access should be restricted to widely spaced access and egress points. New major thoroughfares should be three or four lanes in width, with single lanes of not less than 15 feet; existing major thoroughfares can meet lesser standards. The width of rights-of-way will vary from

one thoroughfare to another, as this is a consideration that will depend upon the given design requirements.

With an understanding of this three part street system noted above, the reader can better judge the functional nature of the proposed thoroughfare plan. The plan itself was developed in a manner that would satisfy seven overall demands, all of which were devised as expressive of the Planning Board's highest hopes for an invigorated and truly functional transportation network. These seven demands are as follows:¹

1. Movement in the city must allow the maximum free use of personal vehicles. People like to travel in their own cars, and transit is as yet impractical in modestly populated Randleman. In addition, to fail this demand would defeat the purpose of the earlier mentioned freedom, namely, the citizen's ability to move about the city with ease and comfort, in an efficient manner.
2. Average speeds must be relatively high, if the individual so desires. Today, Randleman is choked during rush hours and busy weekend periods (a recent study showed that average auto speeds in major cities was less than 15 miles per hour). Wasted driving time is an economic liability that adds to the cost of living; worse, it renders part of the city less accessible from the whole than it ought to be. The causes of Randleman's congestion have already been discussed (street jogs, narrow roads, dangerous intersections, etc.); recommendations for improvement will recognize and reflect this demand.

¹ Adapted from an article in the Journal of the American Institute of Planners, by Christopher Alexander, entitled "The Pattern of Streets," September, 1966, pp. 273-278.

3. The street system should be reordered in a manner that attempts to achieve equal efficiency between connections at any point throughout the system. The first two demands improve the flow of traffic only along certain lines of movement, and do not insure that all sections of the planning area are equally accessible to the private auto at maximum travel time periods. Since it is not possible to predict all spatial points to which some individuals might seek access, it is necessary that minor, collector, and thoroughfare streets be ordered with the entire planning area in view, and not just the major generators. This task becomes capable of realization only if city officials are successful in guiding land uses, including individual single family dwelling units, to selected and efficiently serviceable site locations.
4. There should be a smooth transition between minor streets, collector streets, and major thoroughfares. The benefits of this demand are obvious, and include safety, convenience, better definition and image, comprehension and sense of direction, and the fulfillment of the previously noted requirements.
5. Vehicles turning on and off any given street should not endanger other traffic. At present, this is a concern for every motorist on all Randleman streets. Theoretically, it will be no problem whatever on the proposed U.S. 220 by-pass, as limited access intersections will be carefully designed to circumvent this problem. It will be a factor of concern, however, on the present U.S. 220 and 311 thoroughfares, and minor streets throughout the planning area unless

attention is given to redesign of intersections, as recommended.

6. Vehicles should be able to get to within a very short walking distance of any building or land use site. This is a requirement closely related to the pedestrian focus of the service-trade complex, but has applicability in principle to the remaining planning area. If the minor system layout is made as functional as desired and planned, then this demand will be satisfied.
7. Wherever the pedestrian goes, he should be safe from vehicular traffic. This demand pertains to driveways between streets, crossing paths at intersections, walkways to school for children, and movement around the service-trade area for shoppers.

All these requirements (expressed as demands) need not be assured at first, but rather envisioned and implemented over time in a gradual manner. They are consistent with the overall planning area integrating concept (nodal sub-centers), and would enhance the efficiency of the land use-transportation relationship if realized over time.

Based upon the survey and analysis of the Randleman land use and transportation complex, it was determined that the street system was badly in need of systematic redesign. Numerous municipal streets were shown to be dangerously narrow, some intersections were clearly hazardous, congestion was a frequent condition, and the level of access was shown to be generally poor. In short, connection with regional centers was possible only by slow, circuitous routes thru the city, and travel within Randleman was demonstrably inconvenient. The preliminary thoroughfare plan, shown superimposed on the land use plan, represents an attempt by the Planning Board to remedy these shortcomings in the years to come. It

is a reflection of the Board's desire to better the inter and intra-city movement of people and goods by streets in a manner that compliments the proposed land development plan.

The elements of the sketch thoroughfare plan, adopted by the Randleman Planning Board on February 7, 1967, are as follows:

A. Major thoroughfares - two new and two existing major thoroughfares are programmed for the twenty-year planning period. In-city movements are expected to occur along the present U.S. 220 in a north-south direction, and along the reconstructed Academy Street on an east-west axis. Thru traffic of a region serving nature will be channeled along the scheduled 220 by-pass one-half mile west of the corporate limits and along highway 311. Construction of the limited access thruway 220 will bring about a major improvement to the in-city street system travel flows, especially on the existing U.S. 220, as many vehicles not having business or other cause to go through Randleman will pass around (by choice) rather than thru (by necessity) as is now the case. Academy Street, now just another narrow and poorly maintained collector street, will assume a new importance when it is widened and, as will be required between Stout and Mill Streets along East Naomi Street, rerouted. Academy Street will thus serve as the principal access route to the U.S. 220 by-pass.

B. Collector streets - Worthville and Stout Streets, and secondary roads 2125, 2122, and 1954 will become vital parts of the street system channeling traffic from minor streets into major thoroughfares while at the same time providing access to adjoining communities. In some cases, it will be necessary to acquire additional rights-of-way to bring these streets up to the 60 foot minimums for collector type uses; in other instances, new road construction is inevitable.

Analysis of the known topographical, soil, drainage, and land use patterns (present and planned), indicate that these requirements can be met without excessive costs or delays.

C. Minor streets - because of the present street system problems in Randleman, perhaps most severe at the local or minor street level, improvements to this aspect of the street-highway complex were considered as being of great import to the overall plan. Dicks, White, Freeman, and Mill Streets, in addition to many connections between secondary roads, are all scheduled for extensions designed to render them more serviceable and functional as access routes to properties throughout the city. Finally, it is proposed that street names be standardized to avoid confusion and disorientation. Today's visitor to the city is often puzzled when, for example, he travels west of Main Street to find himself on a street titled something different from what the same street was designated one block away. Naturally, this could become far more confusing when streets that were laid independently of others are connected during the implementation of the thoroughfare plan, unless care is taken to rename such systems as the need arises in order to insure conformity and logic in the pattern.

No treatment of the city's transportation complex and plan for its future structuring would be complete without a focus upon Randleman's air transport situation. As can be seen on the sketch Development Plan, a modest sized tract of land west of the city limits is proposed for development into an airport site. The importance of having an airport, even an unpaved, relatively small and inexpensive one, as proposed herein, can be realized through an awareness of the close relationship between municipal flying facilities and industrial and general business needs.

It is estimated by the Federal Aviation Agency that 10,000 business firms operate their own aircraft, and that the total number of planes used principally for business purposes exceeds 25,000. In 1962, business aircraft flew 48 percent of all miles flown under the general aviation category, which includes all flying except that by commercial or military organizations.¹ The increasing use of air transportation has made the acquisition of a sound airport system essential to the City of Randleman's ambitious future developmental plans. Without one, the city is deprived of air access and the related economic advantages. But much more than this is involved. The presence of an airport also stimulates the tax base, provides a gateway to many visitors, increases employment opportunities, serves as an emergency center when necessary, and provides a source of community recreation and symbol of local progress. For these reasons, the proposed airport development is highly recommended as being in the public interest, and deserving of early implementation. It is further recommended that city officials enlist the financial aid of present industrial and business interests in achieving an airport facility, as Randleman is probably still too small a municipality to fully subsidize the local share of the overall costs. (The FAA will pay 50 percent of total expenses.)

¹ "Planning the Airport Industrial Park," Federal Aviation Agency, Washington, D.C., p. 14.

THE VISUAL ENVIRONMENT: A PLAN FOR ITS ENHANCEMENT

Considerable attention was given to evaluating the City of Randleman's visual assets and liabilities in the land use analysis phase of this program. In addition, a framework of analysis was devised in order to make possible the articulation of the city's "image" to its inhabitants and visitors. It is appropriate at this point in the Land Development Plan to focus upon proposals for improving that image, enhancing the assets, and alleviating the liabilities of Randleman's visual environment. Successful efforts of this nature will indirectly benefit the city's economy by making the area a more attractive place in which to work, live, and play; the experience of viewing Randleman's achieved visual potential will offer direct benefits to the observer sensitive to interesting sights and pleasing relationships.

As regards proposals, the first and most obvious is attention to and implementation of the Land Development and Preliminary Thoroughfare Plans, for herein are contained numerous recommendations having favorable implications for the city's visual environment. For example, the large park proposed at the eastern edge of the city and bordered by the Deep River would improve upon the physical impact of the entire river system. A similar appearance benefit could be argued for the compacted central business area, also proposed in the Land Development Plan. Other segments of the plan judged to be compatible with and in the interests of overall efforts to improve the visual quality or image are as follows:

- a) The organizational concept of nodal subcenters - by creating identifiable districts with clearly defined boundaries, the structure and general composition of the city is better understood by the visitor and resident, and thus the image is strengthened.

- b) The greenways network consisting of landscaped paths and open spaces - this recommended extension and cultivation of what nature and time have wrought will clarify existing paths and boundaries, and create a few beautiful and functional ones where previously there was none.
- c) The nodal enhancement of the service-trade complex through installation of social and cultural facilities - a node is an area of intense activity where people congregate for varied purposes. A library, small park, and a community building in the central area will multiply the nodal character of this focal point.
- d) The rehabilitation of housing districts, as proposed in the residential section of the plan - one of the present visual liabilities of the Randleman planning area, housing improvements will remedy an existing appearance shortcoming while further strengthening the city-wide image.

In addition to the above listed advantages assured of achievement as a consequence of Land Development Plan implementation, other gains to the visual image of Randleman would result from action on the following recommendations:

1. That a colorfully illustrated brochure be prepared by the Chamber of Commerce, or any civic organization, publicizing the visual highlights and memorable sights found throughout the City of Randleman. Such a pamphlet could be produced at a very modest cost. By explaining the relationship of the Land Development Plan to the city's impressive physical appearance, wider support for and greater understanding of each will result.
2. That all interested citizens encourage local merchants, corporate leaders,

developers, and other individuals to consider the visual implication of their actions on the land. New housing units, manufacturing or other industrial plants, site clearance and development projects, and similar changes to the landscape will have repercussions, either positive or otherwise, upon the overall quality of the physical environment. Individuals who believe in the worth of planned growth and civic beauty can express their commitments by reminding others of their consequent willingness to support those who respect and contribute to these values in new economic ventures.

3. That pollution in and encroachments to the Deep River and Polecat Creek be strenuously combatted. Of all Randleman's many and varied visual attributes and fine resources, none is more valuable and useful in a broad cultural and recreational sense than its fine river system. Unfortunately, more than a small measure of its loveliness and utility is befouled and marked by pollution and encroachments, respectively. The support of local businessmen, elected officials, state and federal agencies, and private associations would be desirable. Each could, in its own particular way, lend assistance to Randleman's Planning Board in forging a cooperative effort to improve upon the existing problems of this nature.
4. That the Board of Aldermen dedicate a "clean-up, fix-up, paint-up" week in Randleman. This week would be a time for both individual property improvements by the respective owners and volunteer public enterprises to minimize and correct city-wide liabilities, such as shabby signs, cracked pavements, unclaimed junk piles, dull and abandoned shacks, and

similar deficiencies such as were noted in the visual survey.

5. That those sites, vistas, and artifacts listed in the analysis as worthy municipal treasures be improved upon and displayed. In addition to the river and creek, Randleman has two or three potential focal points that would qualify for such treatment. The old Methodist Church, now an abandoned and forgotten structure surrounded by tombstones, could be restored and made into a living museum, or civic center, etc.¹ The old graveyard has historic significance, and could be beautified into a dignified and quiet park-like setting. Other interesting artifacts like the weathered bell on High Point Street and the rustic pavillion at the edge of the Polecat Creek Dam, could be similarly dignified and publicized, thereby strengthening the image quality of Randleman.
6. That new entrance signs be considered and placed at the principal approaches to Randleman. One of the first impressions a visitor receives upon entering the city is that of a maze of disjointed and unimaginative booster signs having no relationship to each other. This condition should be corrected, perhaps by having a city-sponsored design contest among the many civic organizations that would lead to acceptance of an effective and pleasing welcome symbol worthy of the visual environment being introduced.

¹ On the 14th day of November, 1966, an agreement was signed by the First Methodist Church of Randleman and the North Randolph Historical Society, Incorporated, granting to the latter party restoration and management rights and privileges.

7. That an anti-litter campaign be initiated. This is recommended as relevant to both the physical appearance and health of the local environment. It is tired, perhaps, but useful to repeat the oft-heard phrase "every litter bit hurts." It really does, for who can enjoy a Deep River strewn with discarded trash, or an otherwise pleasant section of highway 301 when it is lined with the discarded by-products of the motoring public? Educational drives that stress these unhappy consequences, as well as fines for the hard-core litterbug, are proposed as the appropriate means of "spreading the word."
8. That a tree-planting effort be undertaken in the delineated area of the central business district. Trees, of course, add beauty and charm to any adjoining land use, but are felt to be especially needed in Randleman's service-trade complex for two reasons:
 - (1) there are very few trees now present in this district; and
 - (2) shoppers and others in the "C.B.D." appreciate the shade, appearance, and characteristics of such edifices when relaxing in this nodal area. A vital, profitable, and magnetic business area, as Randleman leaders want their district to become, should possess trees as an important asset to the district's visual worth.

It is felt that proposals such as these, coordinated with the recommendations and guidelines of the Land Development Plan, will help to restructure and reconstitute the City of Randleman in a positive manner, thereby permitting full realization of the present and potential visual resources.

IMPLEMENTATION OF THE PLAN

Implementation of the Plan

The list of aids to plan realization, in part and as a whole, are many and varied; however, none can be effective unless the people of Randleman are informed and in favor of the overall plan concept. Therefore, the first concern of the public official must be to "sell" the idea that community planning is important, that it is vital to the economy, and that it can improve the general livability and vitality of the city to an immeasurable extent. And this mission will require a broad-based endeavor by civic groups, public leaders, industrial managers, and many, many others to effect a general understanding of the adopted plan's implications for private action. The first requirement needed for implementation, therefore, is that knowledge of and support for the Land Development Plan be sought by the responsible persons on a continuing basis. In a very real sense, then, it could be said that, although two years have gone into the preparation of Randleman's comprehensive plan, the present state of affairs is actually the beginning of planning.

Other important aids and assorted actions deemed relevant to the effectuation of plan guidelines and objectives are zoning and subdivision controls, building and housing codes, intergovernmental cooperation, public improvements programming, public housing, selected bond issues, and possibly an urban renewal program. More specifically, these actions involve the following measures and considerations:

Zoning: The most basic land use control, zoning is an integral part of the current planning program and a major contract item. The ordinance itself, soon to be drafted and later adopted by the Board of Aldermen, will state the types of land use permitted in each section of the planning area, allowable building heights, minimum lot and yard sizes, off-street parking requirements, and many other standards in the best interests of the health, safety, and welfare of Randlemanians.

Subdivision Regulations: Recently enacted into law in the City of Randleman, subdivision controls set forth basic standards for the construction, width and alignment of new streets, the layout of lots and blocks, utility requirements, the installation of reference points and improvements, and contain various other provisions designed to ensure a high quality of land development in new subdivisions.

Building and Housing Codes: Such codes are needed to help maintain good development standards once the structures are erected on the land, as well as in the construction thereof. In addition, codes of this nature are required of a municipality applying for various federal assistance programs, such as low-cost housing and urban renewal. The provisions contained in such codes apply to measures necessary for safe design, methods of construction, type of material (all under building codes) and space per occupant, sanitation, lighting, and ventilation in new and in existing structures (all under housing codes).

Intergovernmental Cooperation: The State of North Carolina maintains various and separate agencies in all major fields of endeavor, and each is well staffed with professional men and women. The overriding purpose of this vast organizational complex is to advance the general interests of North Carolina and the individual communities of which it is comprised. Thus, Randleman officials can, and should, look to these agencies for advice and assistance in realizing many of its developmental objectives. A few examples should suffice:

- (1) Mutual adoption of the thoroughfare plan by the City Board of Aldermen and the State Highway Commission will result in an earlier time of improvement in the existing street pattern and guarantee recognition of Randleman's desires by the agency responsible for major highway systems in North Carolina;

- (2) Conferences with recreation officials will enable local officials to most economically choose site locations for proposed parks, as well as to inform Randleman leaders of applicable assistance programs that would help defray much of the costs involved in achieving other facets of the Development Plan's ambitious recreational goals; and
- (3) Simple communications with such agencies as Commerce and Industry, State Planning Task Force, Economic Opportunity, Board of Education, Water Resources, Education, Library, and Public Instruction will serve to focus attention upon Randleman's progressive interests, and open doors to diverse opportunities and fuller governmental relationships.

Public Improvements Programming: In order to prepare for major capital expenses in advance of need, city officials would be wise to prepare a long-range financial study of expected improvement costs, anticipated revenues, alternative revenue sources, priorities, schedules, and so forth. This, too, would bring closer to reality the ambitious aspirations of local officials expressed in the Land Development Plan.

Public Housing: Already scheduled for the city's immediate future, public housing is quite relevant to the future residential land use aspect of the Randleman plan. One project alone might very well be insufficient for a twenty-year planning period, as a relatively large percentage of the city housing stock is presently substandard (twenty-seven percent).

Selected Bond Issues: In some instances, it might not be possible, given the city's limited fiscal resources, to attain features of the Land Development Plan. In such cases (barring the availability of adequate state and federal assistance programs), bond financing is recommended. This recourse might become a necessity in the

implementation of airport, park, and various recreational and social proposals contained in the plan.

Urban Renewal: Although it is possible that Randleman's trade, service, and residential neighborhoods can be preserved and improved by selected individual actions and overall guidelines and controls, it is nevertheless possible that a federally aided renewal project or two would be more efficient under certain conditions. Many North Carolina cities have successfully employed urban renewal in eliminating very unsatisfactory social, economic, and physical conditions of blight in slum areas. Although Randleman is fortunate in being free from the worst incidences of bad housing, the situation is such that "slums" could blossom into evidence if little were done in future years to arrest the future decline of the city's substandard housing areas. And renewal, of course, is one measure that could be used in this endeavor. Such a program could involve clearance and subsequent redevelopment, or simple rehabilitation and conservation; in either case, it would have to conform to the overall plan for the city and have the approval of the Board of Aldermen. Randleman would have to pay one-third of the project cost; the federal government would finance the remaining two-thirds. The city's one-third share responsibility could be made in cash form, real estate donations, facility constructions, or other public improvements that would benefit Randleman's renewal effort.

Informal Agreements: Not all eventualities that could adversely affect the Randleman plan can be avoided by reliance upon the preceding measures; informal understandings will often be the only recourse for public officials charged with plan implementation to take. Occasional conferences with persons and groups involved in developmental activities could, therefore, be valuable as a further means of insuring the effectuation of the land use and thoroughfare proposals.

A Final Note

This, then, is what the Randleman City Planning Board, with the capable assistance of uncounted individual citizens and friends of the city, has fashioned for the planning area's future land development. In one sense, it is a plan of action for the structuring of Randleman's future land use patterns, street systems, and certain major facilities; in a much larger sense, it is an expression of a new spirit of progress that exists in Randleman.

Randleman officials have clearly demonstrated through their formulation and support of this comprehensive effort that sound development and prosperous growth cannot be expected to occur by accident. Now the people must be brought to confirm the plan through implementation; otherwise, it will have little effect upon the city's history. We do well to recall Spencer's observation: "Progress is not an accident, but a necessity."

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